COMMUNITY PLANNING

# ReviewRevue

CANADIENNE D'URBANISME

VOL. 17 NO 1 SPRING/PRINTEMPS 1967

*Someone should do something about traffic jams like this!*

*See page five for Toronto's solution!*

COMMUNITY PLANNING Review Revue CANADIENNE D'URBANISME

VOLUME 17 NUMBER 1 SPRING/PRINTEMPS 1967

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# PREVIEW

COMMUTING BY CAR between Toronto and Ottawa a couple of years ago, we spent five hours on the highway every Friday evening and five hours retracing the route on Sunday. When friends questioned our sanity for driving 10 hours each weekend, we rationalized that as our Toronto colleagues bucked traffic at least two hours every workday (5 x 2 = 10), there really wasn't any difference, travelwise.

After nine months, however, we decided to abandon long-distance family living and returned to the comparative quiet of Ottawa, where most commuters can still get from home to office inside of 20 minutes, despite potholes, and where real estate prices haven't yet reached Toronto's frightening figures.

We recalled this "Toronto interlude" (as it is now known in our house) when editing G. Warren Heenan's article, beginning on page 5. How many of us auto-men ever stop to add up the individual costs of commuting by car, let alone the cost to us as taxpayers for the expressways we travel on each day?

Incidentally, this article was prompted by our request in the last issue for someone to answer the questions posed by Dr. Leonard Marsh of Vancouver ("Freeway Fever"). We thank Toronto Real Estate Board public relations director D. B. Kirkup for taking up the challenge and steering Mr. Heenan's comments our way.

Other readers took the trouble to send us detailed replies to Dr. Marsh's provocative questions. The comments of three civil engineering professors, Dr. J. H. Shortreed of the University of Waterloo and R. M. Soberman and R. G. Rice of the University of Toronto, will appear in the next issue of the REVIEW.

For a fascinating study of the inter-relationship between urban transportation and city form and character, we highly recommend the recently-published report "Urban Transportation in Eleven Canadian Metropolitan Areas", described in more detail on page 26. It's available from the Canadian Good Roads Association at $15 per copy ($10 to CGRA members).

*A.T.P.*

# In defence of open space!

**Canada's future will be dependent to a great extent upon the maximum development of its recreation resources.**

THE COMMUNITY PLANNING Association of Canada has long been concerned about the rapid disappearance of public open land for park and recreational use in and about our towns and cities. Adding its official voice to those of several like-minded organizations, CPAC early this year presented a brief to the Federal Government, recommending that provision be made in the National Housing Act to assist Canadian communities to acquire and preserve urban open space before it is too late.

Preparation of the brief followed a nation-wide study of the problem by a special committee of CPAC's National Council, chaired by Vancouver lawyer William T. Lane. The study produced a lengthy list of sites in danger of alienation in the vicinity of most major Canadian cities. It also found the financial resources of the respective levels of government to be in inverse proportion to the need for open-space confronted by these governments. At the municipal level, where the need is most urgent, available funds suffer fierce competition from the claims of education, rapidly-expanding public works and other necessities.

Examination of existing legislation in Great Britain and the United States shows them to be far ahead of Canada in dealing with parallel situations. CPAC's brief suggests that our N.H.A. be amended to incorporate features of the American Housing and Urban Development Act (1965), which provides federal grants to state and local public bodies of up to 50% of the costs of acquiring and developing urban lands for park, recreation, scenic or historic purposes.

The brief states in part:

*We note that a growing list of joint Federal-Provincial-Municipal schemes, based on mutually acceptable formulae, has met with widespread approval among Canadians. The pooling of local, regional and federal know-how and money in urban affairs is now recognized as one of the most significant trends in government to have evolved in Canada in the post-war period. The spectrum of these shared programs already ranges across such divergent activities as slum clearance, winter works, hospital construction, and the separation of level crossings, to mention but a few.*

*The next logical extension of inter-governmental activity in urban affairs is the formation and implementation of a Federal-Provincial-Municipal open space program.*

The Community Planning Association of Canada believes that it has made a practical proposal to help solve the problem posed recently by Canada's federal minister charged with responsibility for national parks (see page 25). It will continue to press for action in this important area of natural resource conservation and development.

R. Graham Murray, Q.C.
National President, CPAC

# RAPID TRANSIT & PROPERTY VALUE

REAL ESTATE VALUE IS CREATED BY TWO FUNDAMENTAL THINGS: PEOPLE AND ACCESSIBILITY. THE MORE ACCESSIBLE ANY LAND AREA IS, THE MORE VALUABLE IT BECOMES. AS A RESULT OF THEIR LACK OF ACCESSIBILITY, MANY OF OUR CITIES ARE IN DANGER OF LOSING THEIR ECONOMIC AND CULTURAL VITALITY, AND ALL OF US ARE PAYING AN INCREASINGLY HIGHER PRICE IN TERMS OF TENSION, TIME AND MONEY JUST TO MOVE ABOUT.

# by warren heenan

I AM CONVINCED that for any major urban area with a population of around 2,000,000, mass rapid transit as the main base of a balanced transportation system creates and enhances property values like nothing else on earth. If an urban rapid transit system never earned a dime, it would still pay for itself a thousand times over through its beneficial impact on real estate values and increased assessments. The greatest cities in the world have that essential common facility—an efficient rapid transit complex.

The planning of transportation and development must go hand in hand. Development generates movement; ease of access encourages development. A plan for one makes sense only if integrated with an appropriate plan for the other. The maximum integration of all forms of transportation must be sought—transit, train, private car, truck—to achieve the best use of each and the best overall results.

A system must be established that will permit continuing growth without congestion. Downtown, the heart of the region, must be accessible from all parts and the entire region should offer its residents attractive surroundings to live and work in. Uncontrolled scattering of development cannot be tolerated as it would result in the progressive despoiling of the entire area.

The combination of a long distance, high speed, mass transportation system such as a commuter train service, between city centres, and an expressway network for regional circulation would be efficient, attractive and flexible. It could accommodate continuing growth in old and new cities by increasing commuter line capacity rather than relying entirely on new expressways. Rapid transit should and must be given priority. Rail service is the obvious substitute for the private automobile.

The most logical long-term plan for this regional growth would be to establish a system of efficient commuter train lines, and to channel development to key points on this system. Here existing cities could be expanded or new ones established. The commuter trains would give the residents a fast, convenient way of travelling from one city centre to another. They would have a choice, instead of being forced to rely on cars, and this choice would ease the demand for

G. Warren Heenan, 48-yr. old father of seven, is past president of the 4000-member Toronto Real Estate Board (largest in the world) and a vice-president of Young and Biggins Ltd., a Toronto real estate firm. One of the top real estate appraisers in the business and very active in land assembly projects, CPAC-member Heenan (at right) contends this subway sparked largest real estate boom in Toronto's history.

new highways. It should be noted that there is no reason to expect a commuter train service to be self-supporting any more than any other form of passenger transportation. Public costs should be weighed against the benefits to be obtained.

There is only one way to prevent large cities and their surrounding suburbs from being strangled by traffic, poisoned by exhaust fumes and forced to devote more of their living and working space to parking lots. That is to provide inexpensive public transportation service that is frequent, fast and reliable enough to induce citizens to leave their cars at home when they go to work.

Toronto became the first community in the Western Hemisphere to give political recognition to the Metropolitan area as the newest form of urban settlement created by modern industrial society. The Municipality of Metropolitan Toronto was incorporated on January 1, 1954, at that time as a federation of 13 separate municipalities which retained their local autonomy and responsibilities while passing over to the Municipal Government the responsibility for major regional services. Among these was public transportation.

The growing community expanded rapidly beyond the 240 square miles governed by the Metropolitan Corporation. Thousands of persons employed in Metro now live outside its boundaries, in communities whose development is co-ordinated with that of the Metropolitan area proper. The 720 sq. mi. Metropolitan Toronto Planning Area today contains 2,250,000 persons, and the population of this urban area will double in the next 15 years.

The impact of Metropolitan expansion is felt, not only within the Metropolitan Planning Area, but far beyond. In recognition of this fact, the Province of Ontario has undertaken a comprehensive regional transportation study, covering an area of about 50 miles in all directions from Toronto. The transportation network required to serve this highly interdependent region, with a prospective population of 10 million, represents one of the most critical elements in the future of Metropolitan Toronto itself.

**Toronto Subway**

The major achievement in public transit in Metro Toronto has been the successful creation of a subway system. The Yonge Street subway, the first in Canada, was already nearing completion when Metro was formed. In 1946, when plans were completed and the war was over, the subway project was endorsed by a 10 to 1 majority citizens' vote. Construction began on the 4½-mile route from Union Station to Eglinton Ave. in September 1949, and on March 30th, 1954, the first train carried paying passengers. Total cost of the subway, including right-of-way, rails, electrical distribution system, signal system and rolling stock, was $67,000,000.

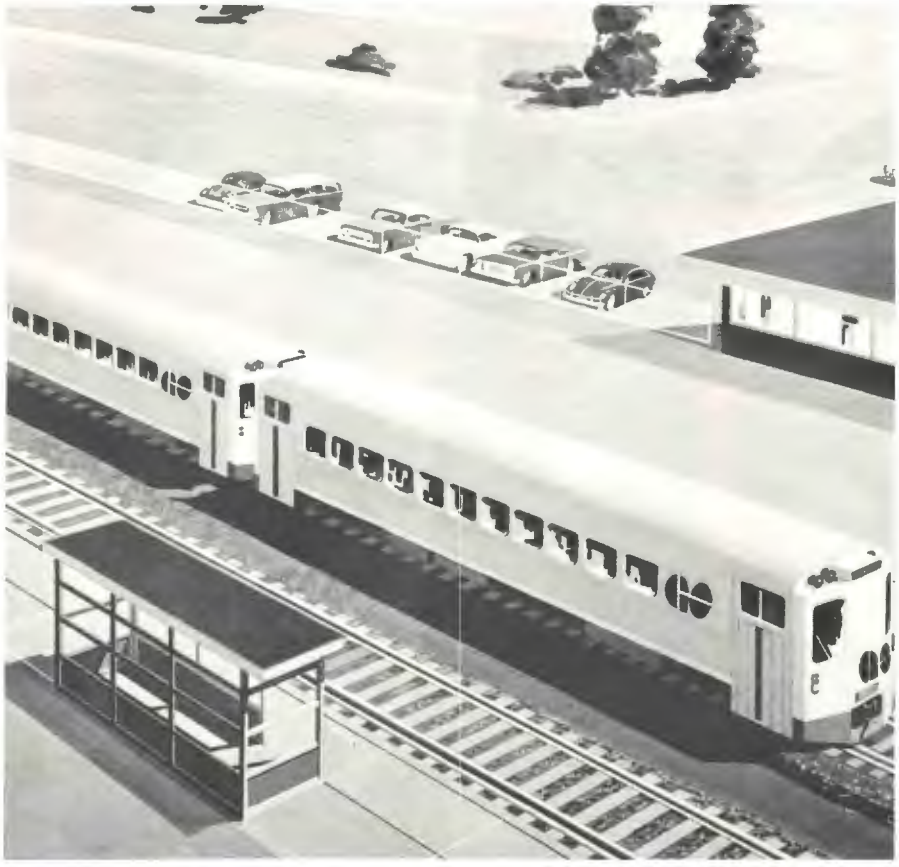
This comparatively small investment ignited a $10 billion development explosion along the route. Properties doubled and tripled and sometimes increased as much as tenfold in value. Land prices would have increased anyway, but sales at $125 to $150 per square foot near the downtown stations became commonplace.

The appraised value of all the land and facilities in Metropolitan Toronto is now $50 billion. $15 billion of this appreciation in physical value has been added in the last 10 years, two-thirds of it attributable to the existence of the Yonge Street Subway.

Less than five years after the opening of the first subway, plans were underway for an east-west subway and construction commenced on the University Ave. extension to the Yonge St. line, which opened on February 28, 1963. In 1966, the eight-mile Bloor-Danforth leg from Keele to Woodbine was completed and work on two more extensions that will take this subway into suburban districts is now well on the way. Target date for completion of both extensions is December 1967. When completed, the Bloor-Danforth line will be over 14 miles in length and Metropolitan Toronto will be crisscrossed by a total of 21 miles of fast, modern subway lines. Already plans are being made to extend the system even further into the suburbs.

Money was rolling along the tracks, even ahead of the trains. New business and higher assessments are following the transit lines like bears after honey. The

*Government of Ontario (GO) transit prototype station complex is depicted here in an artist's drawing. Platform stairs lead to an under-track tunnel which connects to a second platform. At right, future commuters inspect mockup.*



east-west subway is adjacent to properties which were valued at $250 million before the project was announced. These same properties have already doubled in value to $500 million. The subway's influence on rezoning along the line will generate two billion dollars worth of office and apartment building in the next ten years.

As all the bus and auto routes leading to commuter parking stations are improved through road widening, thousands of acres of land are brought within development range. I would estimate that each mile of rapid transit brings suburban and rural land three years closer to development.

As the rapid transit system is extended further from downtown, the stations should be spaced at wider intervals, since this is the best way to achieve train speeds and travelling times from the outlying areas which are reasonably competitive with the private car. This is where the city rapid transit line should be integrated with or become a commuter train.

**Inter Urban Service**

In Toronto we have great hopes for a lakeshore rail commuter service. International interest is being shown in this Ontario experiment, and certainly the success of Toronto's subway system shows that road building jurisdictions in the Province are determined they will not fall into the imbalance trap.

Cities can no longer go it alone in financing transportation services. The direction of things to come was realized when the Ontario Government agreed to subsidize Toronto's subway and lakeshore commuter line. This year GO Transit, a 52-mile government-subsidized rail commuter service begins operating along the north shore of Lake Ontario. It will be operated by the Canadian National Railways and will be unique in Canada. It is hoped that motorists by the thousands will forsake the congested expressways in favor of the new aluminum, air-conditioned, electrically-heated trains which will travel at up to 80 miles per hour.

The idea is to test the service for patron response before deciding firmly if it is to be permanent. The betting is that it will. A survey along the three-mile wide corridor between the east and west terminals (Pickering and Hamilton) showed a population of 568,000 with an estimated 90,000 commuters – 67,000 of whom drive their own cars.

Railway companies are naturally unwilling to run at a loss. So the Provincial Government agreed to assume the loss of running the lakeshore commuter, estimated

*Top: CN's Rapido train service, Montreal to Toronto*
*Above: Interior CN's Turbotrain*
*Right: Model of CN's Turbotrain*

at about $2,000,000 annually. From the standpoint of the provincial treasury, paying this deficit is good business. It is a ridiculously small amount when one looks at the cost of building and maintaining expressways at upwards to $20 million per mile. In fact, it is my own personal opinion that public transit should be free, and financed by general Federal, Provincial and Municipal tax funds in the same manner as education and roads are financed.

The Toronto Transit System now collects close to 300,000,000 fares per year, or about $60 million. We would only have to give up three or four miles of expressway to subsidize this amount. Not only that, but much needed assessment would not be lost by expropriation and demolition of properties along expressway routes. Also downtown parking lots, valued at up to $200 per square foot, could become building sites and provide additional tax revenue, and there is no telling how many lives would be spared through the reduction of automobile exhausts and traffic accidents. Right now a car occupies $30,000 to $40,000 worth of land while its owner is at work – one-third of the whole downtown area is devoted to the automobile.

An overwhelming majority of auto commuters do not realize how much it is costing them. They only consider the out-of-pocket expenses such as gasoline, oil and parking. They do not consider the cost of maintenance, depreciation and insurance. A national study has estimated the basic cost to operate a car is 11 cents a mile. In areas of stop and go driving this could be as high as 12½ to 13 cents per mile, and that doesn't include parking.

It seems difficult to believe that one would spend $30 to $40 per week for transportation to and from work in Canada. The average person spends 12% of his entire income for transportation – as much as he spends on health, personal care, recreation and reading combined. This means it costs the average commuter $6 to $8 a day to commute 30 miles to Toronto by car. On top of this he should add about $2.50 for the extra

*Toronto hump yard*

hour that could be productive which it takes to travel by car rather than rail.

This is why the Toronto lakeshore commuter service has an importance beyond the dollars and cents. The trains, running every 20 minutes in rush periods, will be able to carry 6,000 passengers an hour. This capacity could easily be doubled. GO Transit represents the first approach in Canada to planning mass transit for an area wider than a single city. It recognizes the trend in city growth – a sprawling development where suburban borders will be distinguishable only on maps in industrial areas like those growing around Lake Ontario.

**Inter-City Travel**

Of even greater significance is what is happening in intercity travel. In a short while it will be faster to travel from Toronto to Montreal, a distance of 340 miles, by train than by jet aircraft. When you consider travel time from downtown to downtown and to and from airports and time in the air, you will see how this is possible.

Canadian National is taking the passenger train and making it part of tomorrow instead of a display in some transportation museum. According to some "experts", the passenger train is supposed to be as dead as the dodo. But we've been finding out people will travel by train, if it's fast, comfortable and competitively priced.

CN's Rapido is already the fastest intercity train in North America, running between Toronto and Montreal in just under five hours. Last year Rapido Service was introduced between Montreal and Quebec City. In 1967 Canada will have the Turbotrain, which is expected to make the Montreal-Toronto run in approximately three hours. Early this summer, the first of five sets of Turbotrains, powered by four gas turbine engines, will come into service – providing intercity passengers with virtually noiseless, vibrationless, two-miles-a-minute transportation.

We have even taken advantage of what were thought to be tragic planning errors. The occupation of the entire front of the city by railways in the second half of the 19th Century was thought to be unfortunate from the point of view of aesthetics. Now, as it turns out, intermediate commuter and intercity rail lines are paid for and in place to accommodate the rolling stock. The construction of extensive marshalling yards in Vaughan Township, 15 miles north of the Toronto waterfront for the Canadian National, and near Agincourt in Scarborough for the Canadian Pacific, reflects the diminishing importance of the downtown yards.

The enormous increase in automobile traffic threatened to strangulate downtown Toronto, making a large-scale program of street widening, rapid transit construction and expressway building an absolute necessity. The Municipality of Metropolitan Toronto and an improved planning organization have, for the first time, created a framework in which a well-integrated transportation system can be built for the entire Metropolitan area. We have come to realize that one system of travel does not necessarily compete with another. The Ontario Department of Highways, for example, is sponsoring Toronto's new commuter service.

There is more and more evidence that traffic congestion is impeding the growth of many of North America's great cities because they have neglected to provide for total transportation needs. Witness what has happened to the pace of development in New York and Los Angeles. We must look to a balanced transportation system and not fall into the trap of putting all our eggs in one basket, as has been done in Los Angeles where transportation is almost entirely oriented to expressways.

Mass rapid transit is about the best bargain since Peter Minuit, Governor of New Netherlands, bought Manhattan Island from the Indians for $24 worth of trinkets in the early 1600's. The Dutchman's investment of $24 in 30 square miles of land now has a physical value of $250 billion.

# LE MARVEILLEUX MÉTRO DE MONTRÉAL

IL AURA FALLU un peu moins de cinq ans pour construire à Montréal un métro qui alimentait les débats depuis un demi-siècle. Ce réseau souterrain de transport atteint une longueur de 16 milles (25.7 kms) et les Montréalais, qui en sont ravis, en veulent davantage. La Ville entend donner suite à leur désir.

Inauguré le 14 octobre 1966, le métro est aussitôt devenu synonyme de succès. Les voyageurs aiment les voitures, leur confort, leur rapidité. Ils aiment rouler sans bruit sur pneumatiques. Ils aiment les 26 stations dont chacune se signale par une architecture qui lui est propre. Ils aiment la facilité avec laquelle on accède aux voitures, les longs et larges quais, les escaliers mécaniques. Et, par-dessus tout, ils aiment pouvoir quitter le centre-ville et gagner la périphérie en moins de 20 minutes aux heures de pointe.

L'idée d'un réseau souterrain de transport en commun est née vers 1910 lorsque la population totale de la région montréalaise n'atteignait même pas 500,000 habitants et le parc automobile, à peine 4,700 voitures. Mais l'idée devait progresser à mesure qu'augmentaient la population — qui a plus que quadruplé en 50 ans — et le nombre des véhicules. En 1953, les conclusions d'une étude permettaient d'envisager l'éventuelle réalisation d'un tel projet. Mais ce n'est qu'en 1960 que le projet fut définitivement arrêté. La population de la région montréalaise dépassait alors 2 millions et quelque 500,000 véhicules commençaient d'encombrer les rues.

On procéda sans délai, et systématiquement, à des études de génie. En 12 mois, les plans et devis étaient achevés et, le 3 novembre 1961, le Conseil municipal votait des crédits de $132,090,000 pour la construction et l'exploitation de deux lignes. Les travaux commencèrent le 23 mai 1962.

Un peu plus d'un an s'écoula et la Ville décida qu'elle devait prolonger les lignes déjà envisagées et en construire une troisième. C'est que le Canada venait d'obtenir l'autorisation de monter à Montréal pour 1967 l'Exposition internationale et universelle sur un emplacement comprenant, outre l'île Sainte-Hélène, une deuxième île artificiellement créée, l'île Notre-Dame, et une bande de terre qui, depuis Montréal, s'étendait dans le Saint-Laurent. C'est pourquoi il fut décidé de construire une troisième ligne assurant un lien entre Montréal et l'île Sainte-Hélène et entre cette dernière et la ville de Longueuil, sur la rive sud du fleuve.

En avril 1966, les travaux avaient déjà progressé rapidement: les tunnels des deux premières lignes étaient terminés et, à l'intérieur, le revêtement de béton était à 80 pour cent parachevé, tandis que le souterrain de trois milles (4.8 kms) sous le Saint-Laurent était presque entièrement creusé et partiellement bétonné. Lors de l'inauguration, en octobre 1966, il ne restait plus qu'à terminer six des stations, dont celles de l'île Sainte-Hélène et de Longueuil. Au début de 1967, le service sera total et complet.

Le nouveau service souterrain de transport en commun est sensiblement parallèle aux principales artères de surface. Bien que les tunnels du métro aient été percés pour 70 pour cent dans un sous-sol dur et profond, il reste que 30 pour cent de l'ouvrage a été réalisé en tranchée, notamment dans le centre-ville.

*(Texte et Photos par courtoisie de MONTREAL '66)*

*Par l'emploi de différents architectes, chacune des 26 stations possède une architecture distincte et décorative.*

Ce n'est pas sans fierté que la Ville de Montréal a réalisé cette entreprise par son Service des travaux publics et sans l'aide des gouvernements fédéral et provincial. Ce n'est pas sans fierté que la Ville a conçu et fait construire sur place son matériel roulant et qu'elle revendique à juste titre la paternité de ce gigantesque ouvrage.

Mais la Ville, pour parvenir à ces résultats, avait su établir avec le métro de Paris des liens précieux. C'est dans la capitale française, en effet, que Montréal a puisé l'idée des voitures sur pneumatiques. Dès 1962, un accord d'assistance technique était conclu entre la Ville de Montréal et la Régie autonome des transports parisiens, accord qui assurait aux Montréalais les conseils et les connaissances techniques des ingénieurs français. Outre l'assistance technique, le concours de la France apportait au métro de Montréal le système automatique de perception des tickets et de distribution des titres de correspondance, système mis au point par la Société de construction d'appareils mécaniques de précision.

Le coût total de la construction et de l'équipement du métro s'élève à $213,700,000, dont $152,000,000 pour les trois tunnels et les 26 stations pourvues de toutes leurs installations, et $61,700,000 pour le matériel roulant.

Des ingénieurs étrangers y voient une *aubaine*, estimant qu'à raison de $12,000,000 par mille de tunnel (1.61 km.), — ce qui représente le coût moyen reconnu — les seuls tunnels auraient coûté $192,000,000.

Le coût réel des 16 milles de tunnel, compte tenu de l'infrastructure des stations, s'établit à $63,000,000. Deux grandes raisons expliquent cette *aubaine*: c'est d'abord que Montréal a construit un seul tunnel à deux voies plutôt que le traditionnel souterrain à deux tunnels utilisé ailleurs; c'est ensuite le fait qu'aucune difficulté majeure n'a entravé le creusage dans le roc de la plus grande partie de l'ouvrage. Et même le coût de la partie des tunnels creusés en tranchée (30 pour cent) n'a pas excédé $4,250,000 le mille.

Le matériel roulant se compose de 41 rames de neuf voitures chacune. Une rame transporte 1,440 personnes. En supposant qu'une rame passe toutes les 90 secondes dans chaque direction sur chaque voie, la capacité maximum de transport est de 120,000 voyageurs l'heure.

En quelques semaines, le métro de Montréal a modifié l'attitude des Montréalais à l'égard des transports en commun.

Depuis quelques années, le prestige des transports publics à l'intérieur de la ville avait tendance à baisser. L'automobile a en effet imposé un mode de déplacement qui déclassait les autres, du moins dans l'échelle des valeurs sociales, ou simplement mondaines. Le taxi se classait au deuxième rang. Quant aux usagers des autobus, c'est-à-dire ceux qui font un usage économique des rues, ils constituaient une classe bien distincte.

L'avènement du métro a sensiblement changé ces méthodes subjectives d'appréciation chez des milliers de citadins. Et le nouvel adage populaire s'énonce ainsi: "Pourquoi s'encombrer d'une automobile pour gagner le centre-ville, affronter la circulation intense et payer une place de stationnement quand il est possible de voyager plus rapidement et avec beaucoup plus de facilité en métro ou en autobus?"

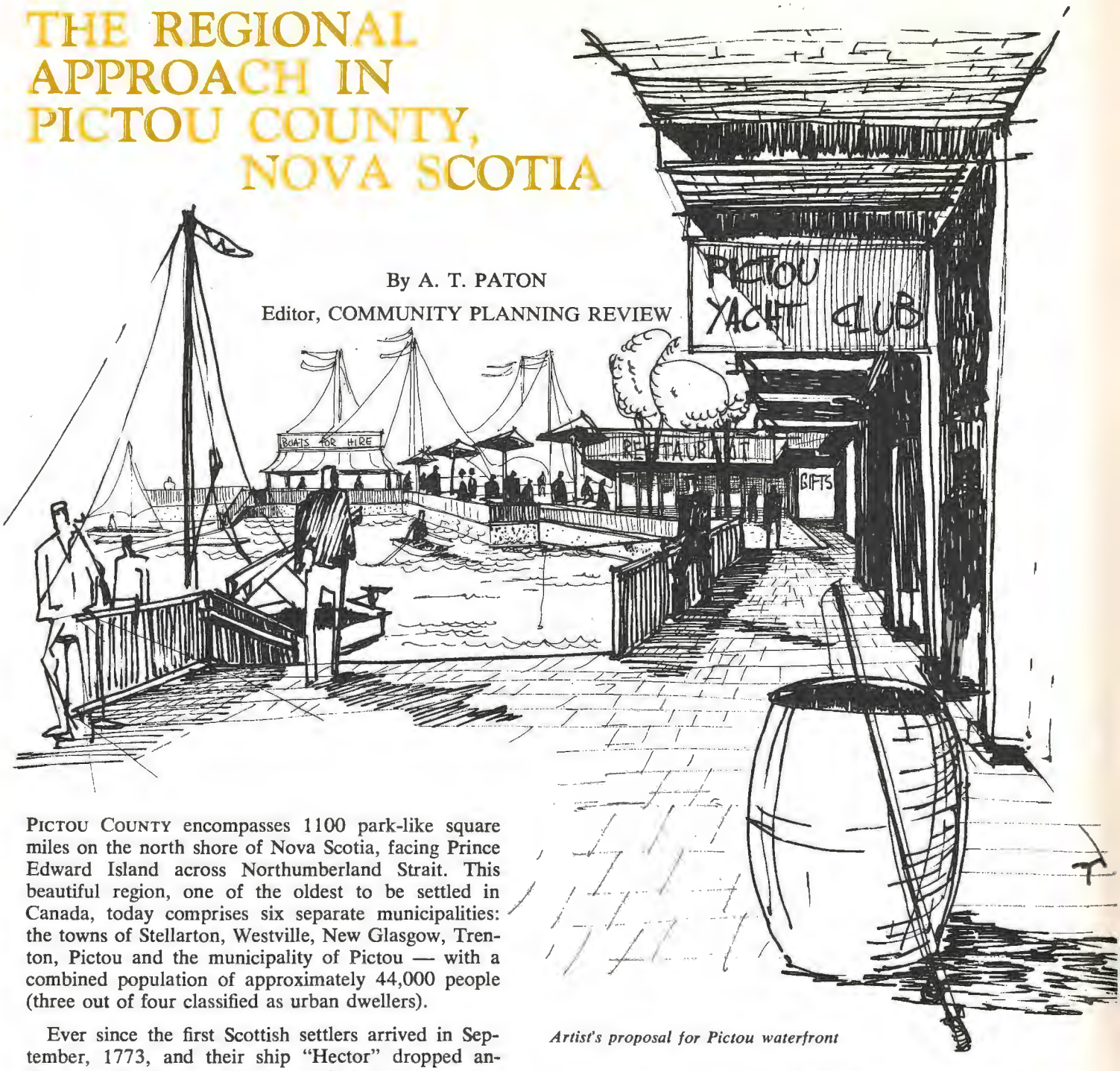
La popularité du métro rejaillit sur le réseau des autobus dont les itinéraires ont été repensés et sensiblement modifiés dans plusieurs quartiers afin de les rendre complémentaires du transport en commun souterrain. La Commission de Transport de Montréal a profité de l'inauguration du métro pour revaloriser le transport par autobus.

*Les voitures roulent sur des bogies à pneumatiques conçus suivant des plans de la R.A.T.P.*

*Le métro traverse la ville du Saint-Laurent à la Rivière des Prairies.*

# THE REGIONAL APPROACH IN PICTOU COUNTY, NOVA SCOTIA

By A. T. PATON
Editor, COMMUNITY PLANNING REVIEW




*Artist's proposal for Pictou waterfront*

PICTOU COUNTY encompasses 1100 park-like square miles on the north shore of Nova Scotia, facing Prince Edward Island across Northumberland Strait. This beautiful region, one of the oldest to be settled in Canada, today comprises six separate municipalities: the towns of Stellarton, Westville, New Glasgow, Trenton, Pictou and the municipality of Pictou — with a combined population of approximately 44,000 people (three out of four classified as urban dwellers).

Ever since the first Scottish settlers arrived in September, 1773, and their ship "Hector" dropped anchor near the site where the town of Pictou now stands, alternating periods of growth and decline have marked the county's history. Shipbuilding was the first of a number of manufacturing industries established in the area, mainly in the East River towns of Trenton, New Glasgow and Stellarton. Coal mining has been a major industry for over 150 years, and has left its scars on the landscape and the lives of people who recall the mining disasters of 1918 and 1952. Now, after years of depression and unemployment, Pictou County is again one of the leading industrial regions in the Atlantic Provinces.

*Photos courtesy NEW GLASGOW EVENING NEWS*

Fertile agricultural land in the valleys is intensively farmed (10% of Nova Scotia's farms are in Pictou County), while 75% of the land area is still covered with productive forests. Its coastal beaches are lined with summer cottages and the tourist industry is becoming an increasingly important factor in the county's economy.

Because of the people's strong parochial traditions and loyalties, it is somewhat paradoxical to find Pictou County communities today applying the regional approach to their future development. Nevertheless, a common determination to accept the opportunities and responsibilities of economic and social changes has

*Typical rural scene in Pictou County*

*Old historic houses in Pictou Town*

prompted a new, bold and ambitious urban renewal program in this historic area.

Although it is far from completed, the Pictou story shows what can happen comparatively quickly when six proudly independent municipalities adopt a regional attitude to progress. Just five years ago the East River Valley Planning Commission was formed. Chaired by David R. Hayman, a hardware merchant and former mayor of Stellarton, it consisted of representatives from the towns of Stellarton, Westville, New Glasgow and Trenton. In 1964, acting on the recommendation of the Provincial Planning Director, this body was expanded to include the town of Pictou and the municipality of the County of Pictou. It became, by order of the Nova Scotia Minister of Municipal Affairs on April 15, 1965, the Pictou County Regional Planning Commission. Its 18 members include the mayors (except for Stellarton, which is still represented by Chairman Hayman) and two other prominent businessmen appointed by each of the six municipal councils.

Early in 1965 this commission sponsored an urban renewal study of the entire county, made possible by a federal grant from Central Mortgage and Housing Corporation covering 75% of the costs. The province paid 12½% and the other 12½% came from the member municipalities. In Nova Scotia, it was the first such

*Harold Verge, M.T.P.I.C.*
*Assoc. A.I.P.*

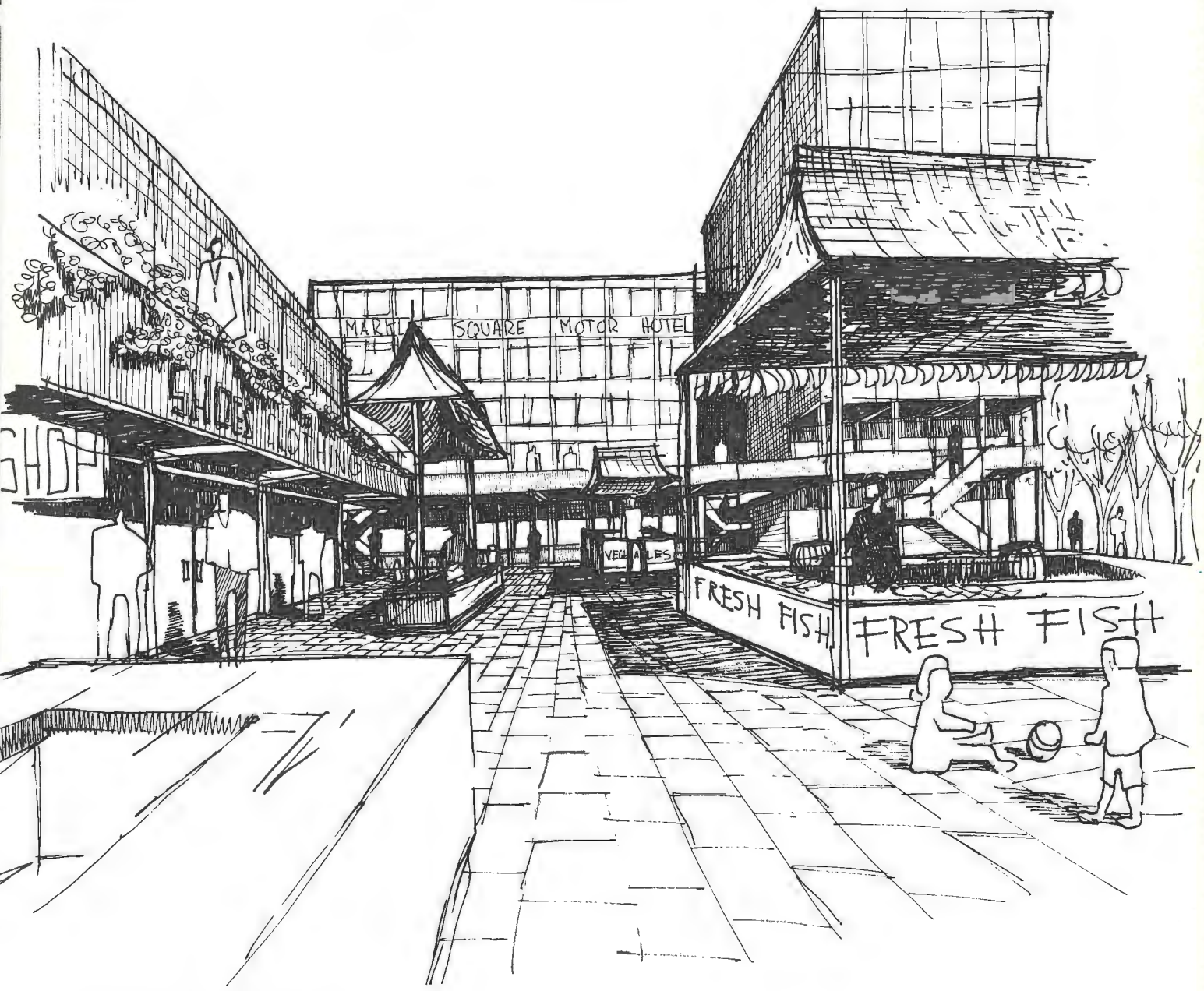
study sponsored by a regional planning commission, rather than by a municipality, and its acceptance has resulted in the creation of what is possibly the first Regional Urban Renewal Agency of its kind in Canada.

The study was conducted by Harold Verge, a planning consultant from Halifax. A native of Bridgewater, N.S., Mr. Verge graduated in engineering from the Nova Scotia Technical College and in town and regional planning from the University of Toronto in 1957. After gaining experience in planning offices in Edmonton and London (London County Council), he returned to his native province in 1960 as planning assistant with a government-sponsored pilot project, Halifax Housing Survey. He joined the provincial Department of Municipal Affairs as director of community planning in 1963. Establishing his own consulting firm in January, 1965, he undertook the Pictou County assignment in June of that year.

Mr. Verge lived in Pictou for eight months while researching his subject. Early in 1966 he published his findings and recommendations. Then came the task of personally presenting and discussing his report with the municipal councils concerned and gaining from them acceptance in principle of the study's recommendations. One by one, the six elected councils agreed with his proposals, involving a 20-year, $30 million program of co-ordinated physical and social renewal for the whole region, to be carried out in conformity with an approved Master Plan.

Last fall the Regional Planning Commission, which had been the instigator of the study, created within itself the Pictou County Regional Urban Renewal Agency. Its aims: the prevention and/or elimination of substandard conditions in the County; initiation of public

*Present central New Glasgow area*




*Suggested market square for town of Pictou*

*Park on East River in central New Glasgow*

*Old coal company housing at Stellarton – an urgent renewal problem*

*The site of the overpass and old Cornish works is where Canada's heavy industry had its start*

and private improvements in deteriorating areas; preservation of what is good and sound in the urban community.

This agency, employing experienced professional staff, will promote and plan renewal activity in the municipalities by providing a technical advisory service for program preparation and implementation, and will co-ordinate the efforts of municipal, provincial, federal and private agencies and institutions, all of whom are expected to play contributing roles in the total program. It looks to the already-functioning urban renewal programs in New England for inspiration and recently its representatives visited Boston and New Haven to observe what is being done there.

Naturally, the question arises: "Where does the money come from to put plans into action?" Initially, the six member municipalities have collectively committed $15,000 towards the first year's estimated operating budget, subject to financial aid being obtained from the provincial and federal governments to ensure a total of $75,000. A submission was made in January, 1967, through the Nova Scotia Department of Public Welfare (the provincial department responsible for urban renewal) requesting grants to launch a "demonstration program". In part, this submission states:

*The grants will demonstrate the need to employ, simultaneously, social, economic and physical treatments at the commencement of the renewal planning program. The grants will enable experimental, innovative and imaginative approaches to attack the causes of poverty and attendant social ills. And the grants will encourage the Agency to find out 'What works, what doesn't, and why' while moving quickly — altering course if necessary — without the procedural restraints of the usual grants offered to renewal scheme planning and implementation.*

Meantime, the municipalities have approved the establishment of a Regional Housing Authority and are preparing applications for federal-provincial subsidized low-rental housing units to assure relocation housing before clearance action is taken in critical improvement and redevelopment areas.

Local officials emphasize that the municipalities and their regional agencies must be permitted to determine and lead the renewal program in Pictou County. While maintaining regional relationships to ensure balanced and co-ordinated development, they say, these organizations were created to preserve and strengthen the authority of the local governments, not to weaken it.

The Nova Scotia Division of the Community Planning Association of Canada has been following this evolving story with keen interest. In February, 1967, the division sponsored an invitational dinner meeting in New Glasgow for the purpose of creating a CPAC Regional Branch in Pictou County. This is being followed in March by a public meeting to help achieve community-wide understanding of, and strengthen citizen support for the program. Thus, CPAC hopes to put into practice its fundamental aim of fostering public education and participation in community planning.

# THE COMMUNITY PLANNING ASSOCIATION OF CANADA

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# CENTENNIAL YEAR NATIONAL PLANNING CONFERENCE

being held in Canada's Capital City

# OTTAWA, ONTARIO, OCTOBER 8-11, 1967

PROGRAM HIGHLIGHTS INCLUDE

* Workshops, Panel Discussions and Social Events in one of Canada's most famous hotels, The Chateau Laurier
* Conducted Tours of the National Capital Region, the Gatineau Park and the Federal Parliament Buildings
* Post-Conference Visit to Expo '67 in Montreal, for delegates who so signify in advance

BUDGET NOW FOR THIS IMPORTANT CONFERENCE

* Registration Fee: $20.00 for CPAC members
  25.00 for non-members
  7.00 for wives accompanying delegates
* Chateau Laurier Rates: (subject to change without notice)

| | |
|---|---|
| Single Room (average) | $15.00 |
| Double or Twin (average) | 20.00 |
| Suites (one-bedroom) | 40.00 |

CENTENNIAL YEAR'S unprecedented demand for hotel accommodation in both Ottawa and Montreal makes it more important than ever that delegates book rooms well in advance for CPAC's National Planning Conference, beginning in Canada's Capital City on Thanksgiving week-end.

The Chateau Laurier management has advised that they cannot guarantee accommodation for persons who do not reserve same at least two weeks before their expected date of arrival. They have also stated the hotel will not be able to extend reservations beyond the 2.00 p.m. check-out time on Wednesday, October 11, as another group of convention delegates will be arriving that afternoon.

Those wishing to reserve accommodation in the Berkeley Hotel, Montreal, on October 11 and 12 for the post-Conference visit to Expo '67 should do so by advising CPAC National Office as soon as possible. The 50 double or twin-bedded rooms being held for CPAC members will be allocated on a first-come, first-served basis and it will be virtually impossible to obtain further reservations once this block has been booked.

All hotel reservations for the Conference in Ottawa and the post-Conference visit to Montreal must be made through the CPAC National Office, 425 Gloucester Street, Ottawa 4, Ontario. Do not reserve directly with the hotel.

Preliminary Conference programs and advance registration forms will be mailed to all members in June. Additional forms will be available from any CPAC Divisional Office after July 1, 1967.

# L'ASSOCIATION CANADIENNE D'URBANISME

VOUS INVITE
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# CONFÉRENCE NATIONALE D'URBANISME DE L'ANNEE DU CENTENAIRE

Commanditée par l'Association canadienne d'urbanisme,
cette Conférence aura lieu dans la Capitale du canada,

## OTTAWA, ONTARIO, DU 8 AU 11 OCTOBRE, 1967

LES POINTS PRINCIPAUX DU PROGRAMME COMPRENDRONT

* Groupes d'étude, discussions en groupe et événements sociaux dans un des plus fameux hôtels du Canada, le Château Laurier
* Tours guidés de la région de la Capitale Nationale, le Parc de la Gatineau et les Edifices Parlementaires
* Après la Conférence, une visite à la foire mondiale (Expo '67) à Montréal pour les délégués qui en auront au préalable indiqué leur intention

PRÉPAREZ VOUS DÈS MAINTENANT POUR CETTE IMPORTANTE CONFÉRENCE

* Cotisation d'Inscription: $20.00 pour les membres de l'ACU
  25.00 pour les non-membres
  7.00 pour les épouses accompagnant les délégués
* Taux du Château Laurier (sujet à changement sans avis)

| | |
|---|---|
| Chambre simple (moyenne) | $15.00 |
| Chambre double ou lits jumeaux (moyenne) | 20.00 |
| Suites (une chambre à coucher) | 40.00 |

DUE À LA DEMANDE exceptionnelle d'accommodations d'hôtel à Montréal ainsi qu'à Ottawa à l'occasion de l'an du Centenaire, il devient plus important que jamais que les délégués réservent leurs chambres bien à l'avance pour la Conférence nationale d'urbanisme de l'ACU, débutant dans la capitale canadienne lors de la fin de semaine de la fête de l'Action de Grâce.

Les représentants du Château Laurier ont averti qu'ils ne pourraient garantir aucune accommodation pour toute personne qui n'aura fait de réservation au moins deux semaines avant sa date prévue d'arrivée. Ils ont aussi affirmé que l'hôtel ne pourrait retenir les réservations au-delà du temps de départ fixé à 2 heures p.m., mercredi, le 11 octobre, puisqu'un autre groupe de délégués arrivera en ce même après-midi.

Ceux qui désirent des accommodations à l'hôtel Berkeley, à Montréal, les 11 et 12 octobre, pour la visite à l'Expo '67 qui devra suivre la Conférence, devront le faire en notifiant le Bureau National de l'ACU à Ottawa aussi tôt que possible. Les 50 chambres, double ou à lits jumeaux, retenues pour les membres de l'ACU, seront réservées par ordre de demande et il sera quasi impossible d'obtenir d'autres réservations une fois que ces 50 chambres auront été louées.

Toutes les réservations d'hôtel, pour la Conférence à Ottawa et la visite à Montréal qui s'ensuivra, devront se faire par l'intermédiaire du Bureau National de l'ACU, 425 rue Gloucester, Ottawa 4, Ontario. N'entreprenez pas de faire vos réservations directement à l'hôtel.

Des programmes préliminaires de la Conférence et des formules d'inscription à l'avance seront envoyés à tous les membres en juin. Des formules additionelles seront disponibles après le 1 juillet 1967, au local de votre division de l'ACU.

# PERSPECTIVE ON REGIONAL PLANNING

*By J. Howard Richards*

*Dr. Richards has been Professor and Head, Department of Geography, at the University of Saskatchewan in Saskatoon since 1960. Born and raised in Wales, he received his B.Sc. from the University of Wales before coming to Canada where he took his M.A. and Ph.D. degrees, specializing in geography, at the University of Toronto.*

*Following Canadian Army service during World War II, he has devoted the past 20 years to teaching, writing and consulting work in the fields of land use and urban renewal. Prior to his present appointment, he was on the staff of Royal Military College, Kingston, for four years.*

FEW TERMS or concepts of such apparent respectability as "regional planning" are so susceptible to conflicting definition, approach and belief. To suggest that this is a field concerning which there is little definition, few basic and generally accepted concepts, but many brave and popular statements and generalizations, may cause pained surprise. Nevertheless, it is the intention here to discuss some of the theories and approaches to regional planning, stressing particularly the Canadian experience.

That Canada has a fairly long planning history may be demonstrated by the fact that Thomas Adams was brought from England to act as town planning adviser to the Conservation Commission created by Sir Wilfrid Laurier in 1909. Adams was essentially a regionalist in his approach and his philosophy filtered through to the remote hinterlands of Canada, even to Saskatchewan. The 1917 Annual Report of the Saskatchewan Department of Municipal Affairs contained the following:

*. . . An Act with respect to Town Planning and Rural Development was passed. This bill had been . . . carefully scanned by Mr. Thomas Adams, Town Planning Expert, Commission of Conservation, Ottawa . . .*

However, it is essentially since the Second World War that planning, as a concept and art, has become acceptable and even respectable, although in this coun-

try its greatest acceptability in the public sector has been in the field of urban planning. While planning may be applicable to the individual business or to a more diffuse entity of concern to the public rather than the entrepreneur, it still has the same basic intent — the substitution of order for disorder; the direction of resources, physical and other, toward a desired and designed goal; the achievement of objective(s) through a process of planning. When we speak of planning separate from the art of entrepreneuring, we speak essentially of social planning, of planning for the public weal.

Such planning, with its welfare implications and its special societal values, may or may not be considerate of the individual business or the private sector at large. In some societies, certainly, the two last are inconsequential: in Canada the individual and his business, or residence, or privacy, or other attribute, may be sacrificed at specific times, so as to permit development of a system better adapted to the needs of the many. Examples of this are fairly common in: rural land use changes, as in the present attempt to convince recalcitrant dry-land farmers to convert to irrigation methods in the South Saskatchewan Dam irrigation project; urban changes, as in penalties induced via zoning, expropriation, taxation, or other social controls over property; transportation linkages, as exemplified by the creation of the Canadian National Railway, or in preferential freight rate structures and subventures.

**Pragmatic Approach**

Nonetheless, despite fairly frequent examples of the process, planning in Canada has been essentially pragmatic in character. As problems have arisen — or have become overwhelmingly obvious — concepts have been developed concerning the nature of the problem and its solution, and methods and administration devised to deal with them.

National planning relating to regional development is difficult under the Canadian system of confederation where control of natural resources, education and other sectors are the prerogative of the individual provinces. Except during periods of national emergency, national objectives involving these sectors may be achieved only through co-operation with the individual province; it is the province which assumes the planning function, and theoretically at least, deals with the problems and decides on the solutions and objectives.

Accepting this, we must also accept the fact there do exist federal programs, planned to meet regional problems and specific objectives relating to them, which have been relatively successful and have been characterized by considerable flexibility in that they have been susceptible to change as needs have changed. The latter type of program is exemplified in, for example, Prairie Farm Rehabilitation Administration (PFRA) projects in which a changed focus permitted the development of the Maritimes Marshland Rehabilitation Act — an application to a different type of region; and in the Canada Forestry Act, where changes in requirements and details led to its emergence as the Composite Forestry Agreements, dealing with specific resources located in a rather special region.

These and, to a certain extent, the Agricultural Rehabilitation and Development Act (ARDA) may be considered as programs designed to assist in regional planning and development. But they should be considered also, and properly, as programs concerned with problems of economic development in specific sectors of the economy, in these cases agriculture and forestry. It is coincidental (even if it happens to be axiomatic) that these sectors possess spatial or geographic arrangements and, therefore, that the program had to be applied not only to the structure of economic development but also to the geographic areas or regions involved.

**Geographic Orientation**

This last statement holds for all forms of sector development — single resource or grouped resources, transportation or other — so that while economic development deals essentially with the structure of development, it, perforce, must occur *somewhere,* i.e., it exhibits inherent spatial or geographical character. The geographical arrangement will differ according to the nature of economic development and will also change with time. In the cases cited, the areas affected are essentially rural: in the other cases, as under the National Housing Act, urban redevelopment or other aspect, the areas are highly localized in major cities.

This represents, roughly, the state of affairs in Canadian planning: the units of planning have as focus *either* the rural region *or* the urban centre. The statement may be modified to accommodate the emergence of "metropolitan" areas or regions as planning units in Toronto, Winnipeg and elsewhere, designed to accommodate a complex of closely associated urban, suburban and "rurban" or rural-urban activities.

Regional planning has a history in which problems in development of the physical resources have been the major interest. Incidentally to development, certain desirable socio-economic consequences were expected to occur, e.g. stabilizing of agriculture and the agricultural population in the case of some of the PFRA activities. Similar resource interests are inherent in the evolution of the Prairie Provinces Water Board and in the Saskatchewan Water Commission; and, in Ontario, in the watershed studies carried out under the Conservation Authorities Act in the Moira, Thames, Grand, and other areas where flood control, reclamation, reforestation or other natural resource may provide the reason for setting up a Conservation Authority. Note that under ARDA rural development research, and presumably program development, permits the incorporation of full socio-economic studies, inclusive of small urban centres; as such, it differs from the usual resource-oriented program.

City planning, obviously, is different. It deals with a highly localized unit area in a specific and special institutional setting. In these last two, it differs from any

*(continued on page 22)*

# animation à expo

*(Texte et Photos par courtoisie de SCHL)*

FOR MANY YEARS, the animated or "cartoon" film fulfilled a limited though important role in the world of entertainment — that of amusing children, and in doing so, perhaps appealing to the child in all of us.

Gradually, the power of this technique has become realized and put to work in more serious fields, like those of advertising, education and public information. Communications experts are now well aware that often a whimsical or appealing animated drawing will put across a message more effectively than the most persuasive human medium.

At Expo 67, the animated film will really come into its own as an information medium. Most of the national pavilions will use films, many of them animations, as a part of their presentations. Central Mortgage and Housing Corporation, the housing agency of the Federal Government, joins the trend with its own "Urbanissimo," a five-minute animated cinemascope film in color dealing with the phenomenon of city growth.

A unique production, "Urbanissimo" is the creation of two of the world's acknowledged leaders in this art form, the husband-and-wife team of John and Faith Hubley of New York.

In "Urbanissimo," the Hubleys have set out to humanize the important but sometimes disturbing facts of life in today's urban revolution, which affects, or will affect most of the world's population.

The film's central figure is persuaded to forsake his once-idyllic rural environment for the attractions and complications of city life. There he meets with surprises, disappointments, even disasters, but of course, "it all comes out right in the end." By our own efforts, says the film, we must see to it that the story of the city ends as a romance, and not as a tragedy.

By choosing a medium of such universal appeal to carry their Expo 67 message to Canada and the world, Central Mortgage and Housing Corporation hopes to give to the widest possible audience some insight into the urban phenomenon.

As a result, some may be encouraged to make a deeper study of this great challenge of our times; many, at least, will go home and think about it.

A l'Expo 67, le film de dessins animés va réellement servir de moyen d'information. La plupart des pavillons nationaux vont employer des films dont plusieurs seront des films animés pour présenter leurs sujets d'exposition. La Société centrale d'hypothèques et de logement, qui est l'organisme fédéral du logement, suit le courant en présentant son propre film intitulé "Urbanissimo". Ce film est une production animée et en couleurs, en cinémascope, dont la durée est de cinq minutes et qui a pour sujet le phénomène de l'accroissement des villes.

Cette production unique, "Urbanissimo", est l'oeuvre de deux réalisateurs éminents, bien connus du monde entier dans cette forme de l'art, les deux époux qui font équipe, John et Faith Hubley de New York.

Dans leur film, les Hubley se sont appliqués à donner un caractère humain aux faits importants mais quelquefois troublants de la vie au beau milieu de la révolution qui se produit dans nos villes et qui influence ou qui est de nature à influencer la plus grande partie de la population du monde.

Le personnage principal du film se voit amené à abandonner son milieu rural qui, jusqu'à maintenant, a toujours eu un caractère idyllique, pour aller vivre au beau milieu des attractions et des complications d'une ville. Dans son nouveau milieu, il passe de surprises en surprises, de déceptions en déceptions et de désastres en désastres, mais, évidemment, tout finit bien. Par nos propres efforts, nous devons voir à ce que l'histoire de la ville se termine comme un roman et non comme une tragédie. Tel est le message que nous transmet le film.

En choisissant un moyen qui comporte un attrait universel pour transmettre son message au Canada et au monde entier, lors de l'Expo 67, la Société centrale d'hypothèques et de logement espère donner au plus grand nombre possible de spectateurs une connaissance plus précise et plus complète du phénomène qui se produit dans les villes.

Après avoir vu ce film, un certain nombre seront peut-être encouragés à entreprendre une étude plus approfondie de ce grand problème de notre époque; un grand nombre au moins retourneront chez eux et réfléchiront à cette question.

The little farmer, hero of CMHC's animated film URBANISSIMO, at Expo 67 . . .
*Le petit fermier, héro du film animé URBANISSIMO de la SCHL, à Expo 67 . . .*

decides to inspect the bright lights for himself . . .
*décide d'aller voir pour lui-même les lumières vivantes de la grande ville . . .*

but gets a cool reception on arrival in the city . . .
*mais reçoit à son arrivée une réception plutôt distante . . .*

and is disillusioned by what he sees there.
*et est désillusionné par ce qu'il voit là.*

*(continued from page 19)*
regional planning attempted in this country. Some of the formal tools of planning, particularly zoning, are not uncommon in regional planning but, in the city, planning is directed essentially at problems in physical land use and design, attempting to preserve existing rental value and to facilitate movement of people, goods and services. In each case planning is specific to the individual city and, thus, to its internal structure. Occasionally "regional planning boards" have been set up to encourage reasoned development in urban-centred or supra-urban areas, a recognition of the impact of a large urban node on the surrounding area and of the implications of the latter to the city. More occasionally, metropolitan planning boards have been created in areas dominated by urban and suburban population dwelling in a number of closely linked centres and areas. (See page 12.)

**Economic Analyses Systems**

Despite this essential separation of the planning approach between natural resource-oriented region on the one hand and city-oriented on the other, numerous attempts have been made to develop systems of regions (or areas or zones) of different scale which would assist in the elucidation of problems and solutions in economic development. In most cases the systems were created in response to single objectives, as for example: the accumulation of consumer data for use in marketing; labour force/employment studies for cities and larger towns; labour/employment/input (public projects) relationships in a context of "commuting areas", etc.

In a White Paper of 1945 the federal government committed itself to a policy of high employment levels. At the same time it was recognized that planning for high total employment would not be good enough, that because of regional differences in activity, unemployment could be at high levels regionally while employment could be at a high level nationally. To provide basic data which could permit analyses of long-term issues and which would provide a more complete, if composite, picture of the economy, it was decided to devise a system of economic zones which could embrace city or cities but which were supra-urban in size.

The system evolved is known as the "D.D.P. Geographic Code",* since adapted by several provinces to deal with various regional developments. Before examining the D.D.P. Geographic Code and its implications in the field of regional planning, it may be well to define "regional planning" and to place it in perspective.

Regional planning infers the formulation of policy, plan and programs necessary to the achievement of predetermined and acceptable socio-economic objectives: as such, it will encompass all aspects of social and physical planning. Concepts of regional planning have grown essentially out of two fields of study, geography and economics, and mainly from special theories of central place and location derived from these fields. The word "region" has changed greatly in connotation as it is applied to regional planning. Today, in planning, it tends to assume the commonplace sense of *space*.

**"City Region" Theory**

According to some theorists, this space (region) has a structure and organization provided by the system of nodes and linkages, (i.e. urban centres and transportation and communication lines) which occur within it. The argument of this school may be stated briefly. The city region must be the basic planning unit. This is necessary because the bulk of population is urban and further population growth will be in urban and metropolitan areas. With increasing concentration of population, the cities and their border areas also gain in economic power and in dominance in the fields of transportation and communication. Eventually (if it has not already happened) a pattern of urban settlement is established in which the city region possesses a dense urban core, a less densely populated margin where population growth has occurred along lines of access, and a system of satellites extending outward some distance and closely linked with the city.

It is suggested that theories of economic development support this concept of spatial structure, the focus having shifted from the *broad territorial base* with an emphasis on natural resources, to one of *city region* in which metropolitan resources — transportation, space and social organization — are the significant factors. Economic relationships between urban regions tend to develop specialized roles for each, while comparative advantages and disadvantages, in access to markets, in human resources and in resource endowment, lead to hierarchal systems of dominance and subordination among the regions.

Transportation is recognized as the most strategic advantage of the city region, influencing economic development, function and structure. All space resources, including non-populated sections, are significant and need be made susceptible to desirable controls. Further, the community itself, urban, neighbourhood, satellite, village, etc., is a prime resource and only through full community efforts and life will the city region provide maximum advantages for living and working.

To conclude the advocacy of the city region as the regional planning unit, its protagonists claim that the old "regional" differences in the level of economic development are disappearing and that most of the densely settled parts of the country may eventually come within the influence of city regions, possibly 80 to 90 per cent of the total population becoming resident in such regions. They stress the special spatial structure as seen in the pattern formed by city regions and believe that functional planning must be related to this pattern. They believe the city regions are the nerve centres of national economic life and that within them

*Economic Zoning of Canada and the D.D.P. Geographic Code; *Government of Canada, Department of Defence Production, Economics and Statistics Branch, Ottawa, 1953.*

all major decisions concerning areal development are made. As such, the city region can be the only form of areal structure capable of being properly used in a systematised program of planning and development.

**What is a Region?**

Acceptance of this form of regional planning unit points up an initial difficulty confronting regional planners (as distinct from natural resources planners) and confounding or compromising concepts on regional planning. Obviously, the evaluation and creation of regions for planning are difficult tasks and the results are unlikely to be universally acceptable.

Even more fundamental is the decision whether the regional approach, however it is defined, is of consequence to planning and development. Some argue that regional planning has no place in national economic planning; that under a relatively free economic system, growth (economic development) does not occur everywhere at the same time; that once it has appeared it apparently concentrates around the starting points; that agglomeration tends to occur and to obviate costs of space (external economies); that growing centres tend to attract and accept new ideas and enterprises; and that the economy will develop one or more centres of economic strength — the growth nodes of the nation. These nodes tend to continue to attract (e.g. southern Ontario, with Toronto the primary node, constitutes c. 0.4% of the area of Canada, c. 20% population, and about 33% of Canadians engaged in industrial employment) and thus to develop regional growth complexes which will contrast markedly with peripheral areas characterized by small development. This argument, logical enough and substantiated by general concepts in location and central place theory, would suggest that planning at the national level, for both public and private sectors, would perpetuate the present hierarchy of growth complexes; further it would suggest that the latter could be identified and boundaries drawn, for example, around a significant urban complex and its market and influence zone — an academic exercise admitting of little meaningful application in itself.

**D.D.P. Geographic Code**

This discussion has taken us a long way from the D.D.P. Geographical Code, and from concepts of planning units related to either rural region or individual urban centre. But it has provided a statement of background and does point up the lack of universally accepted principles as to what constitutes a planning region. Tiebout,* writing of the field of regional economics, succinctly places the dilemma in perspective:

> In view of our inability to construct an "ideal" region, the selection of regional boundaries rests on other criteria. Usually the regional boundaries are suggested by the variables one chooses to study. Non-economic considerations, such as the availability of data and the location of political divisions, may, of course, be the basis for the demarcation of a region. The important point is *not* which boundaries are chosen but the effect of this choice on the variables under study.

Though its approach may be simple and pragmatic, the D.D.P. Geographic Code ** does present a practical framework in which the economy may be studied and in which regional — including physical planning could be organized and effected.

The spatial units of the D.D.P. Geographic Code are constructed as "aggregations related in a specific four-factor analysis", and the four factors in the "S F P M" formula are used to set up a "matrix analysis of areas, a four-sector grid stratifying areas by the Structural and Functional factors on the one side and by Production and Marketing factors on the other." Thus:

*S=Structural factors, defined here as referring to basic location of natural resources, as modified by the actual distribution of human and capital resources required for economic activity. (But since the latter resources are implicit, by definition, this may, in fact, become an identification of a "geographic zone").*

*F=Functional factors including a transportation and labour orientation and its agglomeration pattern. The agglomerative pattern is indicated by the description of the order of the centres in terms of population density configuration.*

*P=Production Factors. In general the zones are broad production areas and the subzones even more uniform in terms of production.*

*M=Marketing Factors. In general the subzones are primary trading areas, but the zones are not necessarily wholesale trading areas, though they tend to perform some of this function.*

*Other relationships are treated — subjectively or otherwise — e.g., spheres of influence and hinterland relationships.*

An example illustrating the use of the four factors of the SFPM formula could be the "Palliser Region" of southwestern Saskatchewan. *S* indicates "A dry southwest belt of short grass, brown-soil prairie": *F*, the functional factors refer to the fact that Moose Jaw is a third order centre and an entrepot; Swift Current also is a third order centre; *P*, the production factors, stress the agricultural nature and refer to minor manufacturing etc.; *M*, the market factors, describe Moose Jaw and Swift Current as the marketing centres.

**Code's Evaluation**

That this system of geographic division possesses inherent difficulties is admitted by its inventors who raise

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**Tiebout, Charles M., "Exports and Regional Economic Growth"; Journal of Political Economy, Vol. 64, April 1956.*

***This system, slightly modified, is described excellently and in shorter form in* Economic Geography of Canada, *Camu, Weeks and Sametz (Macmillan, 1964)*

their own questions concerning validity of units and permanency of the zonal pattern. Conceptually, because of its adherence to administrative boundaries, it runs counter to both the ideas of the region as neutral space, economically organized, and to traditional divisions of geographers and others who see natural units and geographic regions not conforming to administrative straitjackets. But workers in these fields have long recognized that neither "natural unit" nor "functioning zone" (except in the national sense) is coincident with areas of official statistics, that they do not coincide with land survey, municipal or census systems — and that these are unlikely to undergo changes which would prove satisfactory to both groups.

The Geographic Code has tried to accommodate: a) significant aspects of location and central place theory; b) concepts of natural regions; c) areas for which statistics may be derived. Without critically discussing the system as applied to Saskatchewan it may be stated, that while there may not be complete agreement with the absolute definition of units, the Code exhibits very reasonable appreciation of the functional organization of that province and, at the same, gives clear recognition of the major factors, physical and socio-economic, which create and characterize the organization. Thus, with some modification, these regions and zones would appear to provide valid bases for planning regions.

Intended to assist in the analyses of basic factors and to be used for the interpretation and forecasting of local conditions, these same divisions could be used — probably more satisfactorily than any existing system of areal units — for regional planning in the fullest sense, i.e., including all aspects of physical and socio-economic planning. Their definition and potential use approach closely to the needs and demands of those advocating regional planning based on the city region or other planning organization; further, they are likely to be more attainable as basic planning units, with new administrative structures, than any of the theoretical systems.

Planning is a function of government. At the highest level, it is a function of the federal government; at the next level, it rests with the individual provincial government; at lower levels, it is subject to planning agencies forming part of various municipal government systems existing within the provincial framework. The essential suggestion here is that, for most of Canada, regional planning per se does not exist; further, it is unlikely that effective regional planning could occur within the present framework of municipal and planning boundaries and with present agencies.

Therefore, a new system of municipal government, organization and planning area is necessary. The D.D.P. regions would seem to be eminently useable — indeed, compared with what now exist, pre-eminently so — as new administrative and planning units. They portray regions of reasonable uniformity, based on the S F P M weighting formula; they accommodate existing data-providing units; they make possible the use of computer methods; and they render feasible, because of recognition of city foci within the regions, the application of concepts inherent in the philosophy of city region.

**Practical Application**

The question still remains: is the concept of regional planning valid? The answer lies in the context of the individual and society. Sector planning has long been accepted and no one doubts that it has spatial, or regional, repercussions. Therefore, planning for the region must be a concomitant of sector planning; and, so, regional planning, involving complex multiple resources, human and other, must be acceptable.

The essential difference between sector development and regional development is that of complexity. Recognizing this difference we should not slough off its implications; further, we should not take refuge in the excuse that neither location nor central place theory provides us with an adequate practical framework for the purposes of regional planning. There is a need for the understanding of regional differences; there is a need to assess and, as necessary, encourage regions peripheral to the growth nodes; there is a need to feel, experience, and develop the total national economy. Such feeling and such experience may be gained through the analysis of meaningful and practical regional separates: it cannot be gained solely from national perspective.

Therefore, there is need for regional planning units. Their nature may be, relatively, ephemeral since all economic developments lead to shifts in the arrangement of economic space. But any system of planning areas which has some immediate application, shows possibilities of continuing interpretation and approaches closely to the acceptable, is likely to take precedence over theoretical systems and is worth trying out. One may hope to add to the system concepts of inter-provincial or even "sub-national" regions, as provinces admit of community of interests.

In this sense the system may be adaptable to the general concepts put forward by Professor D. F. Putnam in an unpublished paper of 1962:

*. . . the regional approach, a method which is applicable, indeed, . . . is fundamental to the planning of facilities for all human activities. A region is much more than the sum of its natural resources, and regional development comprises much more than the problems of resource use. Regional development must include the elements of broad social objectives such as housing, recreation and industrial relations. It embraces the worker and his job, the citizen and his living space. Man is part of his own environment, and population is the most important resource, whether it is viewed on a local, regional, or even on a national basis. To get the greatest benefit from the regional environment it is necessary for man to make the optimum use of all available resources; this is the ultimate objective . . .*

And in this context I would suggest that the system of economic regions, originally set out in "Economic Zoning of Canada and the D.D.P. Geographic Code", and further described in "Economic Geography of Canada", provides a structure of functional units well adapted to regional planning needs in Canada.

# NEWS, VIEWS, AND NOTICES

### CMHC FELLOWSHIPS

Winners of up to 60 fellowships for the academic year 1967-68, for full-time graduate work in planning and other fields of urban and regional studies, will be announced in early April by Central Mortgage and Housing Corporation. This is double the number offered last year.

Fellowship amounts are $3000 for students proceeding to a Master's degree and $4000 for post-Master's candidates proceeding to the Ph.D. degree. Successful applicants having one or more dependent children will receive an additional $1000.

Application deadline for these fellowships, open to Canadian citizens or landed immigrants through the university at which they propose to enroll, was March 1, 1967. Present holders of CMHC fellowships will be advised through their universities of the procedures to be followed in applying for fellowship renewal.

### ELECTRIFYING HISTORIC HALIFAX

Scotia Square, the $32 million urban redevelopment project which will soon change the face and skyline of downtown Halifax, is "going electric." Nova Scotia Light and Power Co. Ltd. and Halifax Developments Ltd. have completed plans to make Scotia Square the largest all-electric installation of its kind in Canada. The new complex will be one of the investor-owned utility's largest customers, using electric power for heat, light and air conditioning to serve an internal population of 7,500 persons. Some 20,000 tons of Nova Scotia coal will be required annually to produce the power.

The entire project, now taking shape on 17.5 acres of reclaimed central business district land near historic Citadel Hill, is scheduled for completion in 1970. When finished, Scotia Square will include three high-rise apartment blocks (444 units), a two-level shopping mall with two major department stores and up to 50 retail specialty shops, a theatre, restaurants, a 300-room hotel, a wholesale trade mart, and more than 2300 parking spaces. A series of enclosed passages and walkways will link all buildings, so that in a sense the whole complex will be under one roof.

### URBAN-FRINGE PARKS

"Parks for people are a vital necessity of our society", the Hon. Arthur Laing, Minister of Indian Affairs and Northern Development, said recently in a speech to the Canadian Society of Landscape Architects. Stating that the most critical park problems are within

*Model of Scotia Square, Halifax*

2½-hours' driving time of the urban core, Mr. Laing observed:

"Available open space for recreation still exists on the urban fringe of most of our metropolitan areas. To create parks within this urban fringe, we require action. The action is not forthcoming to the extent I think it should be because the urban fringe is an area of indefinite jurisdictional responsibilities. The City is not actively involved because the land is outside its legal boundaries. The County or Township is not actively involved because they have neither the funds nor the interest to provide parks for the massive urban population core.

"There are many examples in Canada of areas in which the park and recreational responsibilities are not clear. The Rideau Canal is one such area. The federal government is involved through the Department of Transport which operates the locks, the Department of Public Works which is the construction agency, and in my own Department the Historic Sites Division also has interests. The provincial government owns much of the land adjoining the canal and is also involved with the cities and municipalities in the Rideau River Conservation Authority. To whom should the responsibility fall for ensuring that the park and recreation potential is not lost? Perhaps this is the type of area which should fall within a national monument or national recreation area classification. Certainly this superb recreational potential, situated within day-range of the major urban concentrations in Canada, requires a comprehensive planning approach.

"Parks on the urban fringe could provide a real recreational opportunity, for these are the parks which could be accessible to 80% of our population — the urban dwellers. These are the parks which could receive the massive impact of millions of visitors. These are the parks and park systems which are not well developed in our nation today. We in Canada are moving all too slowly to meet this demand."

*(Editor's Note: please see page 3.)*

## HALIFAX PROFILE

Halifax's 44-year old Mayor Allan O'Brien, elected last October after serving 10 years as a city alderman, is a long-time proponent of broad-vision community planning. His CPAC affiliations include a term as chairman of the Halifax Branch and one as CPAC national councillor for Nova Scotia.

He was one of the leading proponents of a Regional Planning Commission for the Cities of Halifax and Dartmouth and the County of Halifax, formed in 1964 as a nine-member agency (two appointed by each of the municipal governments and three by the province). Mayor O'Brien became a member of this commission last November 1st, the day he was formally sworn in as chief magistrate.

What's in the immediate future for

Halifax? Hopefully, says the new mayor, a geographically bigger city. The Nova Scotia Board of Public Utilities is currently considering the matter of the city's annexation of several of its western suburbs.

Mayor O'Brien feels that another key problem that presses for immediate action is traffic. This, he suggests, is within the realm of the Regional Planning Commission, which should formulate an overall traffic plan and press for its acceptance and implementation. Another matter is the need for a Regional Industrial Promotion Agency, "rather than the three competing ones now in existence".

To his new civic post, Mayor O'Brien brings a keen sense of business administration and a logical, forward-thinking capacity. In business life, he is vice-president and general manager of Roy O'Brien Ltd., fruit and vegetable wholesalers.

With him in the new city council is another community planning advocate, Alderman Gordon Black, who is also a member of CPAC and a former national councillor.

## URBAN TRANSPORT STUDY

The first comprehensive comparison of municipal transportation developments in Canada has just been issued by the Canadian Good Roads Association. "Urban Transportation Developments in Eleven Canadian Metropolitan Areas" was prepared for the Transportation Planning Committee of the Canadian Good Roads Association by N. D. Lea & Associates.

The metropolitan areas covered in the survey are: Montreal, Toronto, Vancouver, Winnipeg, Ottawa, Hamilton, Edmonton, Halifax, Kitchener, Saskatoon and the Lakehead.

The study is designed to provide an essential inventory of all data on urban transportation developments in key Canadian cities for the use of all those interested in transportation and the form of the city. By describing both changes in transportation and changes in the form and character of cities, the report establishes the inter-relationship between transportation and urban development. This inter-relationship is one of the basic requirements in developing an effective urban transportation program.

Basically, the study was designed to provide assistance to legislators, town planners, administrators, engineers and other interests — both public and private — who are involved in, or interested in, transportation planning in Canadian municipalities.

Each area is studied from the viewpoint of population growth, expansion of urbanized area, use of transit facilities, motor vehicle travel, construction of transportation facilities such as arterial streets, subways, etc., and transportation investments. To clearly establish the relationship between transportation and the urban area, all data has been made comparable and all plans have been prepared to the same scale.

One of the interesting statistics to come to light from this study is that, in spite of the increase in the construction of transit facilities in urban areas, transit riding has declined an average of 71% in the last 20 years in all areas studied. At the same time, the average increase in the number of registered automobiles over the same period has been 203 per cent.

The report "Urban Transportation Developments in Eleven Canadian Metropolitan Areas" is available from the Canadian Good Roads Association, 875 Carling Avenue, Ottawa 1; price is $15.00; $10.00 to CGRA members.

# CPAC NATIONAL LIBRARY

*These recent additions to the bookshelves of CPAC's National Office Library, and many others of interest to community planners, are available to Association members on a one-month loan basis. Books will be sent by mail on the understanding that postage will be paid by the borrowers.*

*A mimeographed accession list to the more than 500 books now catalogued in the National Library will be sent free to CPAC members on written request.*

UNIVERSITY HOUSING IN CANADA, by John Bland and Norbert Schoenauer. McGill University Press, 1966. 130 pp. $4.50 (Paperback).

URBAN TRANSPORTATION DEVELOPMENTS IN ELEVEN CANADIAN METROPOLITAN AREAS, prepared by N. D. Lea & Associates, Toronto, for the Transportation Planning Committee of the Canadian Good Roads Association, 1967. 90 pp. $15.00.

PLANNING FOR MAN AND MOTOR, by Paul Ritter (Director, International Traffic Separation Planning Research Office, Nottingham, Eng.) Pergamon of Canada Ltd., Toronto, 1964. 384 pp. $16.50.

THE GLIDEWAY SYSTEM, A High-Speed Ground Transportation System in the Northeastern Corridor of the United States. The M.I.T. Press, Report No. 6, 1966. 414 pp. $10.00.

HIERARCHICAL STRUCTURE, A Model of Design and Planning Processes. The M.I.T. Press, Report No. 7, 1966. 227 pp. $8.50.

HEALTH IS A COMMUNITY AFFAIR. Report of the U.S. National Commission on Community Health Services. Harvard University Press, 1966. 252 pp. $2.25 (Paperback).

METROPOLIS ON THE MOVE. Geographers look at Urban Sprawl. Edited by Jean Gottmann and Robert A. Harper. John Wiley & Sons, Inc., New York, 1967. 203 pp. $6.50.

IMPROVING THE QUALITY OF URBAN LIFE. A program guide to model neighbourhoods in demonstration cities. U.S. Govt. Printing Office, Washington, D.C., 1967. 51 pp. $0.55.

DIAGNOSING COMMUNITY PROBLEMS, by Desmond M. Connor, associate professor of sociology, St. Francis Xavier University, Antigonish, N.S. 1966. A handbook for those engaged in community development.

MAN'S RESPONSE TO THE PHYSICAL ENVIRONMENT, a special issue of the "Journal of Social Issues", Oct. 1966. Published quarterly by the Society for the Psychological Study of Social Issues, Ann Arbor, Mich.

TRANSPORT TECHNOLOGY FOR DEVELOPING REGIONS, by Richard M. Soberman. A study of road transportation in Venezuela. The M.I.T. Press, 1966. 177 pp. $10.00.

PROJECT METRAN. An integrated, evolutionary transportation system for urban areas. The M.I.T. Press, Report No. 8, 1966. 262 pp. $7.50.

RESIDENTIAL REHABILITATION. Private Profits and Public Purposes, by W. W. Nash. ACTION Series in Housing and Community Development. McGraw-Hill Book Co., Toronto, 1959. 272 pp. $10.00.

COMMUNITY RENEWAL PROGRAMMING, A San Francisco Case Study, by Arthur D. Little, Inc. F. A. Praeger, 1966. 235 pp. $10.00.

NEW MOVEMENT IN CITIES, by Brian Richards. Reinhold Publishing Corp., New York, 1966. 96 pp. $2.45. (Paperback).

URBAN EXTENSION, A Report on Experimental Programs. The Ford Foundation, New York, 1966. 44 pp. Free on Request.

# PLANNING VACANCIES

Charge for advertisements: $25 per insertion to CPAC sustaining members, $40 per insertion to non-members.

**CORPORATION OF THE CITY OF OTTAWA**
**OTTAWA, ONTARIO**

**Planner III**

Salary Range: $7,920 — $9,282
Qualifications: University degree in town planning or degree in a related field with postgraduate studies in planning. Two years experience in town planning necessary, with some training and/or experience in research methods.

Duties: Under direction to conduct research and studies in connection with Urban Renewal and the Official Plan, including neighbourhood studies and special projects, to assist in the general long-range planning operation and to carry out other assignments.
Apply: Director of Personnel, City Hall, 111 Sussex Drive, Ottawa 2, Ontario.

**CITY OF REGINA,**
**REGINA, SASKATCHEWAN**

**1st position Senior Planner**

*Duties:* Consist of current development and project planning, urban renewal and other related planning assignments.

*Qualifications:* Eligibility for membership in the T.P.I.C. or the Association of Professional Planners, Saskatchewan. Degree in Planning, Architecture or Engineering with development experience, preferably with architectural background. Considerable responsible experience in a planning office.

*Salary:* Depending on the qualifications of the successful applicant from a minimum of $8,316 to a maximum of $10,560 per annum.

**2nd position Senior Planner**

*Duties:* Consist of major responsibility in development control; supervision of review of existing and the design of new zoning and subdivision regulation and other related matters; organization of current development projects and planning administration.

*Qualifications:* Eligibility for membership in the T.P.I.C. or the Association of Professional Planners of Saskatchewan. Degree in Planning, Architecture or Engineering with experience in development control, and report writing. Ability to supervise and organize development planning work.

*Salary:* Depending on qualifications of the successful applicant, from a minimum of $8,316 to maximum of $10,560 per annum.

Applications and enquiries should be directed to the Personnel and Industrial Relations Department, City Hall, Regina, Sask., Canada.

*(continued on page 30)*

# CPAC CROSS-CANADA REVIEW

## NATIONAL

National councillors, at their first 1967 meeting in Ottawa Feb. 24-25, decided to reassemble in June as a "Thinkers' Conference" to reassess CPAC's aims and objects after 21 years and lay down guidelines for the Association's future role in Canadian society.

CPAC President R. Graham Murray, Q.C., of Halifax, presided over the two-day sessions, which were preceded by a day-long meeting of the National Excecutive Committee. A welcome newcomer to the deliberations was Dr. G. A. P. Carrothers, recently-appointed CMHC representative to the CPAC National Council, who at the beginning of 1967 joined CMHC's Advisory Group after spending several years as head of the Planning School of the University of Pennsylvania. He succeeds Mr. Stanley Pickett as CMHC councillor on CPAC's Executive Committee.

## BRITISH COLUMBIA

Two briefs — one concerning public housing and the other municipal powers and responsibilities — have recently been prepared and submitted by the 16-member B.C. Divisional Executive to the Provincial Government.

CPAC in B.C. urges the adoption of a "comprehensive provincial housing policy", including legislation to assist local communities in planning for and coping with their growth. Pointing to the shortage of good rental family accommodation, particularly in rapidly-expanding interior towns such as Prince George, Kamloops and Fort St. John, the brief recommended that a B.C. Housing Corporation be created to take full advantage of federal financial assistance in the construction of public housing for municipalities requesting such aid.

The second brief recommends that the B.C. Municipal Act be rewritten and reorganized to give a proper emphasis to the development powers and responsibilities of municipalities, and a clear picture to the non-legal person of the full range of municipal powers and responsibilities. The brief also suggests there is now a need for a Deputy Minister of Planning and Development and a Provincial Economic Research Council.

Copies of both briefs are available from the CPAC B.C. Division Office, Room 201, 525 Seymour Street, Vancouver 2.

This spring the Capital Region Branch is holding a series of evening public meetings on regional district planning. "Your Community as Part of the Region", "Can We Keep Our Open Spaces?", "A Parkway for Our Region — Now or Never" and "Planning as a Function of the Regional District" are the titles.

In Vancouver, CPAC will concentrate its 1967 program on public meetings and Saturday workshops, in conjunction with other organizations, to discuss planning fundamentals and the merits and techniques of neighbourhood planning studies.

## ALBERTA

With Edmonton, Calgary and Medicine Hat CPAC Branches all actively engaged in promoting urban renewal schemes, Association members are looking hopefully to the Alberta government to help alleviate the province's chronic housing shortage. Legislation is being prepared for this session to set up a Provincial Housing Authority to assist in public housing developments throughout Alberta.

## SASKATCHEWAN

Mr. Paul L. Melin, town engineer for the mushrooming potash center of Esterhazy, was elected 1967 Chairman of the Saskatchewan Division at an executive meeting in Saskatoon January 12. A graduate engineer with considerable planning experience in various parts of western Canada, Mr. Melin succeeds Mr. C. W. (Tod) Pool of Regina in this CPAC post.

So far this year the Division has organized and conducted one-day community planning seminars in two Saskatchewan towns — Watrous on January 25 and Biggar on February 15. Panel discussions focussed on the topics of urban renewal and community beautification and improvement, a program currently being promoted nationally by the Centennial Commission. Mr. A. Campbell, director of the Community Planning Branch of the provincial Department of Municipal Affairs, was in charge of program arrangements and obtaining guest speakers.

The Regina Branch, in co-operation with Regina Area Hospitals Planning Council, is studying plans for expansion of hospital facilities in the region.

The Division's 1967 annual meeting will be held in Saskatoon on April 21, in conjunction with a seminar on community improvement and beautification.

## MANITOBA

A two-day conference on "Environmental Control" in the Fort Garry Hotel, Winnipeg, March 9 and 10, is being sponsored by CPAC's Manitoba Division and the Manitoba Association of Architects, in co-operation with the University of Manitoba's Department of University Extension and Adult Education.

Following last year's very successful "Focus on Downtown" conference, the 1967 meetings are designed to inquire into aspects of the urban environment and its effects on human life, particularly in the Manitoba prairie setting. Object is to enlighten people so that they may choose wisely the ways of manipulating this changing environment to their best advantage.

The Manitoba Division's 1967 annual meeting, held in Winnipeg January 31, was addressed by Mr. Jim Daley, executive director of the Pan-American Games Society, who outlined the program for this summer's exciting events in Winnipeg.

## ONTARIO

A provincial Housing Survey will be conducted this spring by CPAC's Ontario Division in an attempt to provide a multi-dimensional view of all types of housing needs in Canada's most populous province. Ten thousand questionnaires will be distributed, on a scientifically-scaled basis to all municipal councils and public and private agencies interested in this subject, and the answers will be computer-analysed. Results will be available to any individual or organization concerned with providing better housing for Ontario citizens.

It is possible that the Ontario Division may sponsor a Housing Conference in 1967, depending on the findings of the survey. A pilot study was conducted last month in Halton County to determine the feasibility of the questionnaire and its usefulness.

The first of a series of bulletins containing articles which, in the opinion of the Ontario Division Board of Directors, merit province-wide circulation, was distributed in January. It contained an address entitled "The Official Plan in Ontario" which Mr. E. R. Cumming, Oakville director of

planning, delivered to the Hamilton Area Branch of CPAC recently. Copies are available from the Ontario Division Office, 32 Isabella Street, Toronto 5.

The Toronto Region Branch sponsored a public meeting last November to discuss proposals for the new City of Toronto Plan, the first to be prepared by the Toronto Planning Board since 1948. In February the branch co-operated with the Art Gallery of Ontario in presenting an exhibition on the "Impact of the Automobile in Cities".

In Ottawa, the Capital Region Branch sponsored a public meeting last month on "The Federal District" — a topic of considerable controversy and interest as the area ponders adopting a metro form of government.

CPAC has been co-operating with other agencies in the continuing "Ontario Conference on Local Government" seminars for potential members of municipal councils. The success of a six-week course at Trent University, Peterborough, last fall has prompted the scheduling of similar meetings in various centers throughout the province in 1967.

**QUEBEC**

Le congrès de la division de Québec pour l'année 1967 sera tenu à Jacques-Cartier du 29 mai au 1er juin inclusivement. Monsieur Maurice Comeau, conseiller de la divison et officier de la Cité de Jacques-Cartier, est chargé de l'organisation locale.

"Reconstruire pour mieux vivre" sera le thème du congrès.

Outre une visite officielle à l'Expo, le programme projeté inclus une conférence intitulée "Urbanisme de demain", une étude sur l'élimination des passages à niveau et une étude sur la rénovation urbaine. Son Honneur le Maire, Monsieur Roland Therrien, traitera de l'histoire de Jacques-Cartier au cours d'un diner offert par cette cité.

Le 16 janvier dernier, après six années durant lesquelles il a rendu de très grands services à l'Association, le Colonel Jean-E. Pinault quittait définitivement le poste de Directeur Administratif de la division. Bien qu'il eu démissionné en août dernier pour raison de santé, le Colonel avait accepté de continuer dans ses fonctions jusqu'à ce qu'on lui trouve un remplaçant. Une bourse lui fut présentée au cours d'une réception en son honneur à l'Auberge des Gouverneurs le 26 janvier.

Monsieur Jacques Ledoux assume maintenant la fonction de Directeur Administratif et le bureau de la division est déménagé à la chambre 332, 1995 Boul. Charest Ouest, Québec 10, tél: 693-2070.

**NEW BRUNSWICK**

CPAC activity in "the picture province", should increase this year with the appointment of the New Brunswick Division's first executive director. Mr. Andrew G. Watt, 107 Carmarthen St., Saint John, N.B., accepted this part-time position, effective 1 February 1967.

**NOVA SCOTIA**

CPAC's Nova Scotia Division is sponsoring a "before and after" photo contest in support of the Centennial Year Community Improvement and Beautification Program. Open to all private property owners in the province, the contest is directed towards "enhancing the natural beauty of Nova Scotia and presenting an even more delightful appearance for the expected influx of tourists during the summer of 1967".

Entries are to be submitted in the form of coloured photographs of the properties. "Before" photos must be sent by April 15, "after" photos by October 15, 1967. Final judging will be done by a committee appointed by the Nova Scotia Division. First prize will be $200 in cash, second $100 and third $50.

For further details, contact Mr. A. D. Grayston, CPAC Division Executive Director, P.O. Box 211, Halifax, N.S.

A revitalized Halifax Branch and a newly-created Pictou County Regional branch (see p. 12) indicate CPAC activity in Nova Scotia is on the upsurge in 1967.

**NEWFOUNDLAND**

The Corner Brook CPAC Branch was reactivated at a public meeting attended by 45 citizens in December and a nominating committee appointed to select a slate of officers. Newfoundland Division Chairman, Mr. Justice J. D. Higgins, came from St. John's to address the meeting, which was called by Sir Brian Dunfield, chairman of the Corner Brook Housing Authority and a former national president of CPAC; Mr. Allison Bugden, chairman of the Corner Brook City Commission; and His Honour P. Lloyd Soper, district judge.

Mr. Bugden, who was chairman of the branch before it disbanded about 10 years ago, is convenor of the nominating committee, whose members are Dr. N. Murphy, Messrs. H. J. Reader, R. Pollett, J. Knox, A. Noseworthy and H. Harnett.

In the mid-50s CPAC had a strong branch in this area, which exerted a marked influence in bringing about the amalgamation of Curling, Corner Brook West, Townsite and Humermouth to form the present City of Corner Brook in 1956, and in the creation of an official city plan.

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**RECOMMENDED VIEWING**

*TOWNSCAPE REDISCOVERED, 16 mm., Sound and Colour, Approx. 27½ mins. Available on loan from your Provincial Centennial Co-ordinator, or the Community Improvement Program, Centennial Commission, P.O. Box 1967, Ottawa.*

A new film depicting the progress of community improvement in the heart of one Canadian city (Victoria, B.C.), "Townscape Rediscovered" shows the transformation of ordinary, drab urban environment into attractive, beautiful surroundings designed as an enjoyable place for people. It emphasizes that town centers can be lifted from economic stagnation into a new commercial vitality in the process.

Civic beautification, as a new national enterprise, has a special timeliness and appeal in Canada's Centennial Year. Beauty, which another era took for granted, must again take its place among our concerns — if only because a better environment will mean the enhancement of the prosperity, vitality and the spirit of Canadian communities. This is the message of "Townscape Rediscovered" — a film produced by the Centennial Commission to support the National Community Improvement Program.

## PLANNING VACANCIES

*(continued from page 27)*

### NATIONAL CAPITAL COMMISSION, OTTAWA, ONTARIO

Staff required for comprehensive research and planning programmes and participation in Federal Government building development in Canada's Capital Region. Population now 550,000 and growing very rapidly. For all positions a knowledge of French would be helpful. French language courses will likely be provided if required.

**Planner — Capital Improvements Programme — $13,038—$14,628.**

Degree in applied sciences, commerce or economics plus planning qualification. Four to five years experience primarily in analysing financial and capital resource programming related to development plans.

**Planner — Special Projects — $10,383—$12,154.**

Degree in geography or applied sciences plus planning qualification. At least three years experience primarily in land use analysis and feasibility studies of a wide range of planning and control problems. Ability to analyse alternatives and to write concise reports essential.

Apply to: Mr. D. L. McDonald, Director of Planning & Urban Design Division,
National Capital Commission,
291 Carling Avenue,
Ottawa, Ontario.

### CALGARY REGIONAL PLANNING COMMISSION, CALGARY, ALBERTA

**Regional Planners II and III**

Salary: $7,260 — $10,210

Duties: These are challenging and responsible positions providing opportunities for professional experience in a regional planning office. Under minimal supervision to be responsible for the preparation of planning studies of rural municipalities and towns for regional and urban general plans as well as urban renewal schemes. Required to advise and assist Municipal Councils in the adoption and administration of planning measures.

Qualifications: Appropriate experience and qualifications for membership in T.P.I.C., or masters degrees preferably in planning, urban or regional geography, agricultural economics, or related fields.

Applicants are invited to submit complete resumes indicating data available to: Mr. A. R. Smith, Director of the Regional Planning Commission, 343—11th Ave. S.W., Calgary, Alta.

### CITY OF KINGSTON KINGSTON, ONTARIO

**Assistant Planning Officer**

The City of Kingston is engaged in a comprehensive review of the zoning by-laws and the Official Plan. Major proposals for urban renewal and other types of redevelopment are already under consideration. To complete the technical staff needed, an Assistant Planning Officer has to be appointed. Applications for this position are invited from candidates who can qualify and are interested in participating in the planning and administration of this historical and picturesque city.

Salary: Depending on qualifications, the salary will be within the range of $6,590—$7,588 with a yearly increment of $250, plus cost of living adjustment.

Qualifications: University degree in town planning or degree in related field plus three years planning experience and ability to present ideas orally, in writing and graphically.

Duties: Under direction to carry out various assignments including the processing of zoning and official plan amendments, and make special studies and reports on urban problems and proposals.

The successful candidate will assist the Planning Officer at all Planning Board Meetings and at other meetings where necessary.

Please write to: Mr. P. L. Nourry, Personnel Officer, City Hall, Kingston, Ontario.

### UNIVERSITY OF WATERLOO WATERLOO, ONTARIO

**Planning Educator—Regional Design**

The University of Waterloo has developed a program in Regional Planning at both the undergraduate and graduate levels. Based on a core of studies in geography dealing with various aspects of man's use of space and resources, the program is constructed on an interdisciplinary principle. Emphasis is placed on the bringing together and relating of the disciplines essential to both understand and plan for complex regions. At the present time, the program requires the participation of a person with a background in environmental design who is interested in the development and presentation of a number of courses in regional aesthetics. It is the kind of position that could be filled by a person educated in architecture or landscape architecture and regional planning who possesses both broad field and teaching experience.

Salary for this position is at a senior level. Full consideration will be given in salary and rank to experience and academic qualifications.

Please apply to: Dr. R. R. Krueger, Chairman,
Dept. of Geography & Planning,
University of Waterloo,
Waterloo, Ontario.

### METROPOLITAN TORONTO PLANNING BOARD, TORONTO, ONTARIO

**Planner** — $7,150—$9,850

Duties: To assist the Land Use Division in the preparation of special studies of metropolitan and regional interest with some emphasis on those non-design aspects of urban renewal and public housing for which the Metropolitan Corporation is responsible.

Qualifications: Degree or postgraduate diploma in planning or relevant field. Competence to prepare concise, comprehensive reports in English.

Apply to: The Director,
Land Use Division,
Metropolitan Toronto Planning Board, City Hall, Toronto, Ontario.

### CAPE BRETON REGIONAL PLANNING COMMISSION, SYDNEY, NOVA SCOTIA

**Director of Regional Planning**

Applications will be received for the post of Director of Regional Planning. Salary $10,000 to $12,000 (subject to negotiation). Work involves planning for eight communities and a population of approximately 130,000. Applicants should indicate experience and qualifications.

Applications to be submitted to: The Secretary, Cape Breton Regional Planning Commission,
74 Townsend Street,
Sydney, N.S.

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1867 1967

# POSTSCRIPT

Well, Canada, so you've finally reached the ripe old age of 100 as a unified nation! Mind you, it took some 400 years to do it, but then something worthwhile usually takes a bit of time.

It took a great deal of give-and-take, argument and compromise, for Canada's four founding Provinces to even sit down and talk of unity. Confederation nearly died a few times on the conference table. Thankfully, cooler heads — and men with an eye to the future — won out.

"The 20th Century belongs to Canada", said Sir Wilfrid Laurier in 1904. So far we seem to have used it wisely, but the greater promise, the mother lode of the future, is still there, waiting for the adventurous to exploit.

We're down to bedrock now, and we've even laid a few floors of the foundation. Now the question is, "Who is going to complete the project; who's going to top off the steel of the second largest nation of the world, the nation that probably holds more natural resources than any other?"

Canadians should. Give them an ounce of incentive and a pound of spirit and they will.

So just what has Canada accomplished in the last 100 years? Count the building of a nation almost from scratch — bitterly fought at times but mostly bloodless; count the exploration and development of miles of forest and rock, ice and muskeg; look at the urban sprawl that covers what was once mud; think of jetting from one end of the country to the other almost as fast as the time zones change; think of towering skyscrapers and 1,000-acre farms; lobster fresh from a wharf and boxcars of wheat being transported half way around the world. It adds up to quite a score.

What about the millions of immigrants who left their homelands to resettle here? What about the millions more we still need?

What other country can boast of such a homogeneous mixture, such a storehouse of culture and custom? Canada is Ecum Secum in the East, Oona River in the West, Inuvik in the North and Morpeth in the South — a fascinating conglomeration of municipality and muskeg, swamp and sidewalk, totem pole and trawler.

Canada didn't develop, it almost popped into existence — from board sidewalks to tiled subways, from one-man department stores to nation-wide chains, and from four provinces to 10 plus the two Northern Territories.

When Allies asked, in time of war, Canada came to their aid. Even when they didn't ask, at the time of the Suez crisis, Canada took the initiative and volunteered troops for the United Nation's first world police force.

Maybe it's time we normally modest Canadians stuck our chests out and crowed a little. As the politicians say, we can "rely on our record". And we can rely on something still up our sleeves — our untapped potential.

"Our theme for 1967 should not be only 'honour the past and enjoy the present', but, in addition, prepare and plan for the dawn of a new era for Canada in a world of exciting and unlimited possibilities", said the Hon. Norman A. M. MacKenzie, president of the Canadian Centenary Council. Let's get with it!

Published quarterly by the National Office, Community Planning Association of Canada. Editorial material may be reprinted or used on radio or TV without special permission but acknowledgement will be appreciated. Contents listed in the Canadian Index to Periodicals and Documentary Films. Authorized as second class mail by the Post Office Department, Ottawa. Individual membership in CPAC, including annual subscription, $5.00; subscription only, $3.00; single copies, 75c; annual student membership, $1.00. ☐ Publié trimestriellement par le bureau national de l'Association Canadienne d'Urbanisme. La matière rédigée peut être réimprimée ou employée à la radio ou à la télévision sans obtenir préalablement une permission spéciale; un crédit serait toutefois apprécié. Le contenu est inscrit à l'index canadien des périodiques et des films documentaires. Autorisé comme matière de seconde classe par le ministère des Postes, Ottawa. Membre particulier de l'ACU, y compris un abonnement annuel, $5.00; abonnement seulement $3.00; chaque exemplaire, 75c; membre étudiant, $1.00.

*On devrait faire quelque chose pour remédier à des embouteillages comme ceci!*

*Pour la solution montréalaise, voyez page dix!*